

**Transport Activists' Roundtable
North West**

**Annual General Meeting
Saturday 27th June 2009**

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**All Change for the
Manchester City Region**

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Greater Manchester

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- Changes to AGMA
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Statutory City Region



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Statutory City Region

- What does it mean?
 - Not really sure yet
- What do we want?
 - Devolved decision making
 - Greater influence over national spending priorities
- What powers?
 - Local Democracy, Economic Development and Construction Bill
 - Economic Prosperity Board with functions relating to economic development, regeneration and transport
 - An order (by the SoS) may provide that a function is exercised by the EPB either instead of by the local authority or concurrently with the local authority.
 - Would require a “local review”
 - Local Transport Act 2008
 - enables the Secretary of State to make an order relating to various transport governance matters including:
 - the constitutional arrangements of the ITA
 - the functions of the ITA
 - the boundaries of an integrated transport area
 - the dissolution of the ITA



Changes to AGMA



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Changes to AGMA

- Executive Board
 - Established under
 - section 20 of the Local Government Act 2000
 - Regulations 4, 11 and 12 of the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2000 and
 - section 101(5) of the Local Government Act 1972
 - The objectives of the Board are to:
 - improve outcomes in the economic, social and environmental conditions across the combined administrative area.
 - Streamline decision making where joint arrangements already exist.
 - Develop and agree current and new areas of joint working.
 - The Board comprises the Leaders of the 10 GM Authorities, plus the following Joint Authorities:-
 - The Greater Manchester Fire and Civil Defence Authority
 - The Greater Manchester Passenger Transport Authority
 - The Greater Manchester Police Authority
 - The Greater Manchester Waste Disposal Authority.



Changes to AGMA

- Executive Board Key Functions:
 - Production of an integrated strategy for Greater Manchester
 - to set out the key economic, social and environmental objectives for Greater Manchester's and input into the new integrated Regional Strategy for North West England.
 - Where the Executive Board has decided it is appropriate to operate at the level of the combined administrative area:
 - development and adoption of sub regional strategic policies and plans
 - responsibility for delivery of any Multi Area Agreement for the combined administrative area;
 - responses to regional, national and international consultations
 - To hold to account bodies which impact upon the social, economic and environmental well being of Greater Manchester; including any Joint Authorities operating within the combined administrative area.



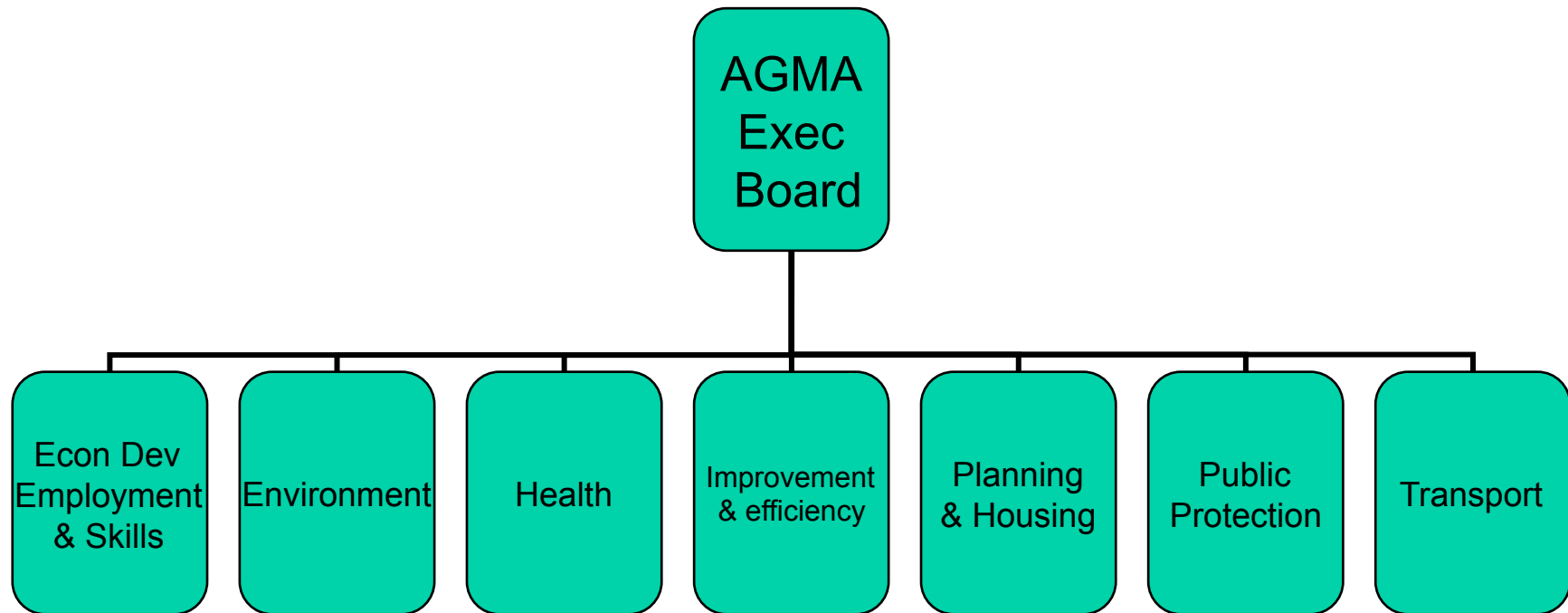
Changes to AGMA

- **Executive Board**

- It is not a separate local authority; the 10 Leaders of the AGMA authorities are committed to retaining the existing structure of metropolitan districts within Greater Manchester.
- The constitution does not attempt to fetter or restrict in any way the exercise by any of the 10 local authorities within AGMA of their statutory functions
- The Chair of the AGMA Executive Board is elected from amongst the 10 leaders and up to 3 Vice Chairs may be appointed from different political groups
- Wherever possible decisions will be made by agreement, without the need for a vote. Where this is not possible matters of strategic importance require a 2/3 majority to vote in favour (i.e. 7 of the 10 authorities)



Proposed AGMA Commissions



Changes to AGMA

- **Commissions**

- Would have delegated responsibility from the Executive Board for overseeing delivery and the development of more specific strategic work against the aims and objectives set out in the GM strategy
- Only where this has been identified as an appropriate function for the sub regional level
- Seven such Commissions have been or are in the process of being set up and in most cases will be formed from a mix of elected Members and other partners



Changes to AGMA

There are three other key elements:-

1. A **Business Leadership Council** to:-

- advise the Executive Board on its ongoing policies and priorities;
- conduct its own reviews on the areas it believes will determine the future economic well-being of the Manchester City Region; and
- where issues are particularly important, have the power to make recommendations directly to the Executive Board

2. A formal **scrutiny** function and obligations, including:-

- a scrutiny ‘pool’ of members to work on specific tasks either as requested by the Executive/separate Commissions; or through their own proactive agreement; also to have the opportunity to call in decisions of the Executive Board; and
- an obligation on each local authority to report back via its own constitution on the decisions taken by the Executive Board and an opportunity for any local authority to refer any decision taken by one of the Commissions to the Executive Board where it considered that the Commission has acted outside the delegated authority given to it by the Board

3. A wider **consultative body** along the lines of the existing Greater Manchester Forum. The Forum would undertake consultative/stakeholder engagement events

Further details at www.agma.gov.uk



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Transport Governance



Transport Governance

- Current Position:
 - GM
 - AGMA Exec Board
 - GMITA
 - 10 Local Highway Authorities
 - Other partner delivery organisations
 - Rail industry (DfT, NR, TOCs, FOCs, ROSCOs)
 - Highways Agency
 - Bus operators
 - Taxis, Private Hire
 - Community Transport



Transport Governance

- Looking to undertake a 4-stage review:

Stage 1

- An objective analysis of problems with the current arrangements and a set of high-level objectives for future governance arrangements as well as identifying and assessing a series of delivery and governance options.
- Detailed consultation with local authorities (the 10 districts individually, the associate member authorities and other appropriate neighbouring authorities) and other stakeholders including the Business Leadership Council over a 3 month period.

Stage 2

- The intention will be to report back to the ITA and AGMA on the outcome of the consultation no later than November 2009. The ITA and AGMA can then determine the preferred model and work will then proceed to prepare a detailed scheme.

Stage 3

- The detailed scheme would be submitted for approval to the ITA, the 10 districts and the AGMA Executive Board for stakeholder consultation.

Stage 4

- After consultation on the detailed scheme, and the ITA and AGMA has determined its outcome, the scheme will be presented to the Secretary of State. The intention aim is to get to this point by the end of the March 2010.



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Transport Governance

- The review will cover:
 - The relationship between the strategic role of the AGMA Executive Board and the sub-regional commissioning and delivery roles in relation to transport including highways.
 - **Constitutional arrangements**, for example relating to the membership, decision-making, executive arrangements, accountability and institutional structure of the existing and/or proposed transport-related structures.
 - **Functional changes**, for example, relating to the powers of direction or statutory delegation of transport functions from the Secretary of State or a district authority to existing and/or proposed structures.
 - **Geographic scope and boundaries** ie determining the relevant boundaries of the City Region in transport terms. This may possibly include formalising the relationship with authorities within the travel-to-work area of the conurbation. There would clearly need to be a read across between this work and parallel work on City Region boundaries in a wider economic development context.



Options for Transport Governance

- A. Models which retain GMITA as a separate legal entity with a similar membership and relationships as the current model:
 - 1. Status Quo
 - 2. A variant of status quo involving some strategic highways and traffic functions being delegated to GMITA.
- B. Models which retain GMITA as a separate legal entity but with a far greater City Region focus and integration into AGMA governance structures.
 - 1. The ITA is retained but joint committees could be established with the ten districts (and any EPB). The ITA would delegate appropriate public transport functions to the joint committee(s) and the districts would delegate appropriate highways/traffic functions.
 - 2. The ITA is retained with its current number of members, but including the ten members of the AGMA Executive/EPB who could form a strategy committee. The other members of the ITA would form an operations/delivery committee and other functions envisaged for the Transport Commission. Appropriate district highways/traffic functions could be delegated to the ITA.
 - 3. A restructured ITA with a reduced membership of 10 members comprising the members of the AGMA Executive Board/EPB. Appropriate district highways/traffic functions could be delegated to the ITA.



Options for Transport Governance

- C. Models which formally dissolve the GMITA and establish a Combined Authority with responsibility for transport, economic development and regeneration,.
1. A Combined Authority consisting of ten members – the ten AGMA leaders.
 - The ITA would be formally dissolved and the CA would take over all the ITA's functions.
 - The order establishing the CA could also statutorily delegate appropriate district highways and traffic functions to the CA and such functions of the Secretary of State as are agreed.
 - Joint arrangements would be made between the CA and the ten districts to establish a joint committee to act as a Transport Commission in accordance with either model B3 or B4.
 3. A Combined Authority with, say, 33 members, including the ten AGMA leaders who would form a strategy/policy committee.
 - There would be a number of other committees of the CA to undertake the roles of the Transport Commission and other relevant commissions and the scrutiny function.
 - Members of these could include those elected members on the CA who are not members of the strategy/policy committee and co-opted representatives of other sectors.



GM Strategy



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GM Strategy

- The strategy will set out:
 - The GM Vision
 - Longer-Term Principles
 - Strategic Shorter-Term Priorities
- Intended to provide :
 - basis for work of Commissions
 - basis for sub-regional input into Regional Strategy
 - over-arching framework for LDF Core Strategies and LTP3
- Non statutory
- Consultation draft to be published in July



Major Transport Scheme Priorities



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Funding Sources

- Regional Funding Allocation
 - Minor Works (<£5 million LTP) ~ £50 million pa in GM
 - Major Schemes (>£5 million) – around £115 m pa in NW
- Rail – around £3 billion pa nationally
- Transport Innovation Fund
 - | | 08/09 | 09/10 | 10/11 | 11/12 | 12/13 | 13/14 | 14/15 |
|---|-------|-------|-------|--------|--------|--------|--------|
| – | £290m | £600m | £930m | £1300m | £1680m | £2100m | £2550m |
 - Congestion TIF - Around £200 million pa for 10 years
 - Productivity TIF - Around £8 billion over 7 Years
- Community Infrastructure Levy?
- Supplementary Business Rates?



The Transport Fund Concept

The fund:

- A new approach – potential to act as multiplier on DfT funding
- Could start to deliver relatively quickly
- Economic focus - contribution to GVA subject to net positive environmental and social impacts
- Transformational – potential to assist GM's growth rate by 20%
- Innovative – brings together national, regional and local funding to deliver an integrated programme that maximises economic returns per £



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The Transport Fund Concept

The fund comprises:

- Regional Funding Allocation contribution (total around £448 million to 2018/19)
- Top-slicing LTP Integrated Transport Block by 40% (total around £147 million to 2018/19)
- Increasing the Integrated Transport Authority levy by 3% per year for 6 years (to fund prudential borrowing total of £649 million paid back over 30 years)
- Other contributions (£291 million)
- Total fund size £1.535 billion



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Scope of Work

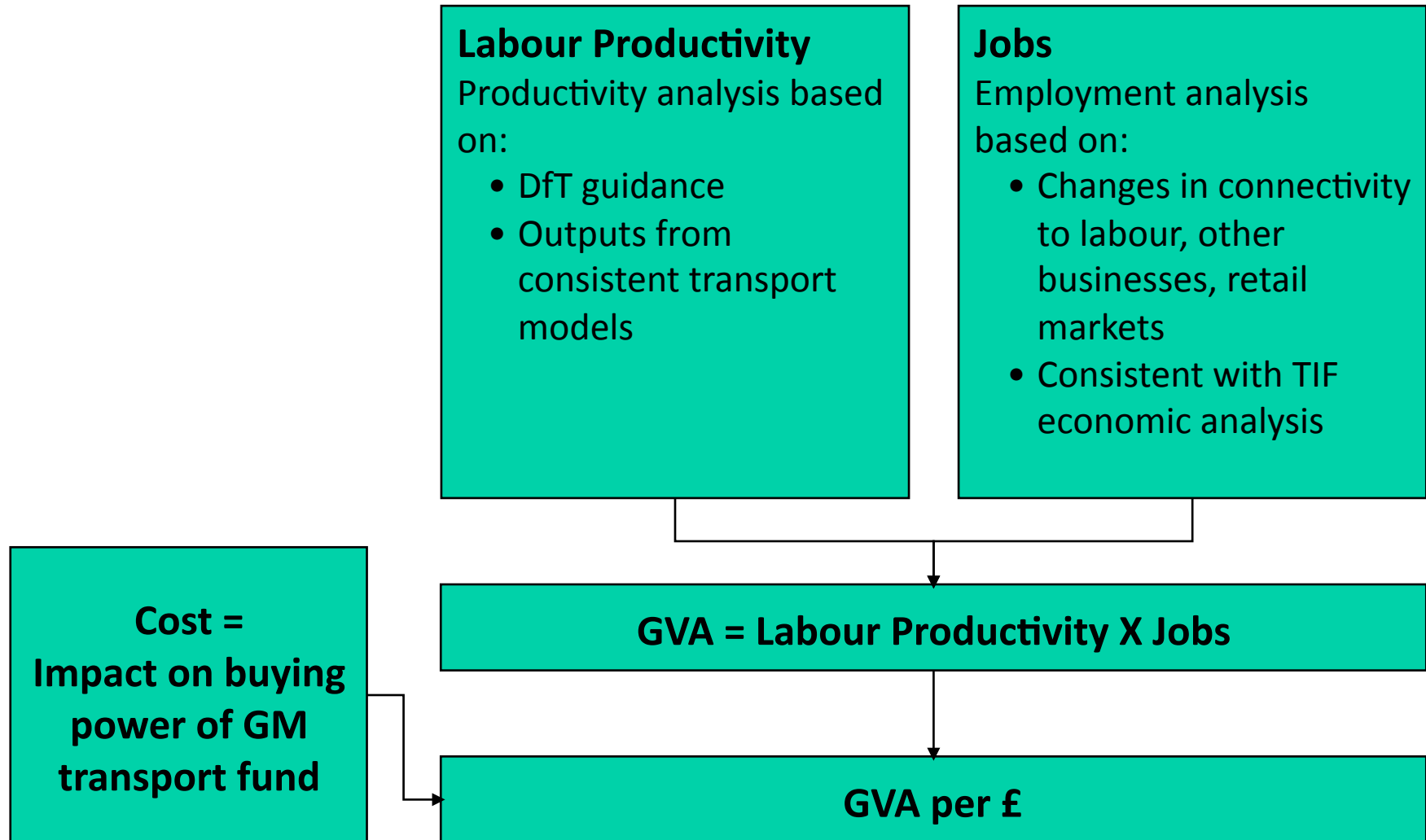
- Independent assessment of major schemes (KPMG and AECOM)
- Limited to schemes part of RFA and Post TIF Legacy list
- To assess contribution to key economic outcomes, plus environmental and social objectives
- To inform decision making - not making the decision



Prioritisation Metric

- Greater Manchester GVA per £ of 'local buying power'
- Subject to:
 - Positive impact on CO2 emissions
 - Increase in the number of jobs accessible to:
 - The average resident of GM
 - The average resident in areas within the bottom quartile of the index of multiple deprivation

Economic Methodology



Agreed Programme

- **Accelerated DfT Package**
 - Metrolink: Chorlton to East Didsbury
 - Metrolink: Droylsden – Ashton
 - Elements of Cross City Bus Package
 - Park and Ride in Greater Manchester
- South East Manchester Multi Modal Strategy (SEMMMS) Relief Road
- Mottram Bypass and Glossop Spur Bypasses
- Leigh-Salford-Manchester Busway
- Metrolink: Rochdale Town Centre
- Ashton Northern Bypass Stage 2
- Wigan IRR
- Metrolink : Airport and Second City crossing
- Fund contributions to stations
- Altrincham Interchange
- Bolton interchange
- Metrolink: Oldham Town Centre

Additional priorities awaiting further funding:

- Metrolink – Trafford Park
- Stockport Interchange
- Stockport Town Centre Access Scheme
- East Lancashire Railway



Next Steps



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Next Steps

- Developing delivery programme for major schemes
- Negotiating city region “asks” with government
- Investigating other funding streams eg:
 - Community Infrastructure Levy.
 - Tax Increment Finance pilot project
 - But charging is off the agenda in GM for the foreseeable future
- Assessing implications of LDF core strategies on transport and identifying mitigating measures
- Reviewing MIER transport comments
- Engaging with DASTS processes



Next Steps

- Starting LTP3 Development
 - Identifying problems/issues
 - Identifying indicators and target setting
 - Reviewing LTP funding distribution including the impact of the major scheme programme
- Considering GM contributions into single regional strategy process
- Preparing sustainable transport city bid
- Governance review



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Conclusions



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Conclusions

- A period of significant change
- Opportunity to strengthen and integrate strategies across boundaries
- Very challenging
 - Parallel processes for related strategies likely to need a few iterations
 - Financial scenario will change for worst
 - National policies may change
 - Governance review



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